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ABSTRACT

More than a hundred educational specialists from 51 UNESCO member states and non-governmental education attended the symposium for which this document is the final report. The report describes the Interministerial Programme for the Promotion of Educational Achievement in Portugal (PIPSE), together with other examples of national, regional, and local strategies. The report lists various strategies within the administrative and teaching levels that can contribute to the improvement of educational achievement. The report highlights the importance of systematic and continuous social and familial action from early childhood onward, and ties in pre-school education with health, nutrition, and social service programs for the benefit of very young children and their mothers with a continuation of this action up to the stage at which community participation in educational activities is proper. The main conclusion of the report lies in the assertion of the need for global and local strategies that make it possible to coordinate the different actions of the public authorities and secure the commitment of the whole community. (DB)

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UNESCO

Ministry of Education of Portugal

SYMPOSIUM "SUCCEEDING AT SCHOOL"

Lisbon/Estoril, Portugal, 20-24 May 1991

FINAL REPORT

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SO 022 294

SUCCEEDING AT SCHOOL

International Symposium on Significant Strategies to Ensure the Success of All in Basic Education

and

Round Table on Multidimensional Evaluation

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FINAL REPORT

UNESCO

SUMMARY

In the context of action taken to follow up the World Conference on Education for All, more than a hundred education specialists from 51 Member States and non-governmental organizations attended the International Symposium on Significant Strategies to Ensure the Success of All in Basic Education. The importance of this meeting, which brought the Interministerial Programme for the Promotion of Educational Achievement in Portugal to the notice of the international community, was underlined by the presence of senior Portuguese authorities.

The Report first describes the Interministerial Programme for the Promotion of Educational Achievement in Portugal (PIPSE), together with other examples of multisectoral and intersectoral strategies. PIPSE has shown that it is possible, in a very short space of time, to give impetus to basic education by pooling the existing resources of various public services and by mobilizing local resources at the community level. The keys to PIPSE's success are political consensus at the top and democratic procedures at the base.

The Report then lists various strategies internal to the education system which can contribute to the improvement of educational achievement: on the administrative level, the essential measures involved are aimed at motivating and giving responsibility to local bodies, including the management training of administrators and more especially of school principals, and the clustering of schools to form larger administrative and educational units so as to make better use of human and material resources and to implement school projects; on the teaching level, the establishment of common cores of essential subject matter and the determination of minimum levels of skills and abilities so that pupils may learn more by being taught less; the revision of curricula to make them more relevant; the rescheduling of pupils' progress through school; the provision of educational back-up; and the creation of a positive attitude on the part of teachers.

Lastly, the Report highlights the importance of systematic and continuous socio-educational action from early childhood onwards, tying in pre-school education with health, nutrition and social service programmes for the benefit of very young children and their mothers, and continuing this socio-educational action up to the stage of community participation in educational activities proper. Stress is laid on the need for school-family co-operation based on participation and the sharing of responsibilities, and

the Symposium examined institutional means of mobilizing the entire community to promote educational achievement, notably through the creation of associations and foundations for that purpose, and without overlooking the necessary preparation of community leaders and educational personnel who play a central role in establishing good relations between the school and its environment.

The Symposium revealed the need for a multidimensional education which takes account of all the aspects of the individual in relation to his environment and is not confined to the inculcation of cognitive abilities alone. Ensuring the success of all means first and foremost transforming the goals of education systems which give precedence to competition and selection, and changing the criteria of pupil evaluation so as to prevent scholastic failure leading to social exclusion.

The main conclusion of the Report lies in the assertion of the need for global and intersectoral strategies which alone make it possible to co-ordinate the different actions of the public authorities and secure the commitment of the whole community. Education for all is bound to be everybody's concern. Tackling school failure from the pedagogic angle alone is not enough; educational action and social action must be co-ordinated.

The Symposium was essentially action-oriented. Its participants discussed the themes of regional and subregional co-operation projects aimed at improving the educational achievement of pupils in the basic school, along the lines established at Jomtien. These project themes had been formulated at preparatory meetings in different regions. The projects constitute an initial translation in terms of action of the strategies advocated in Lisbon, notably with regard to decentralization and the acceptance by the school of new partnerships. They will be examined, developed and consolidated by the Regional Offices of UNESCO, which will support them in conjunction with the other organizations which took part in the World Conference on Education for All in Jomtien.

TABLE OF CONTENTS

I. INTRODUCTION 7
Objectives of the Symposium 7
Preparation of the Symposium 7
Opening of the Symposium 8
Organization of the work 9
Close of the Symposium 10

II. THE SYMPOSIUM 13
A. The Symposium's contribution to the thrust of the Jomtien Conference 13
Educational achievement and a new international activation 13
The role of UNESCO 13
B. Discussion themes 16
1. Theme 1: Multisectoral strategies 16
1.1 The Interministerial Programme for the Promotion of Educational Achievement in Portugal (PIPSE) 17
Presentation of PIPSE 17
More facts about PIPSE 20
PIPSE: questions and answers 23
1.2 Other examples of multisectoral strategies 25
2. Theme 2: Strategies internal to the education system 26
2.1 Structural and administrative measures 27
National initiatives 27
Decentralization and the delegation of authority 28
Attendant measures 30
Conclusions of the Working Group 31
2.2 Pedagogic measures 31
National initiatives 31
Definition of training needs 32
Revision of curricula and pupils' progress through school 34
Strategies of implementation 35
Pupil back-up 36
Conclusions of the Working Group 37
3. Theme 3: Socio-educational action 37
Action during early childhood 38
Co-operation between the school and the family 39

Mobilization of the community 40
Conclusions of the Working Group 41
C. Projects 42
Objectives 42
Strategies 43
Target groups 43
Transferability of projects 43
General remarks 44

III. ROUND TABLE ON MULTIDIMENSIONAL EVALUATION 45
Objectives and organization 45
Summing-up of the discussion 46
Principal conclusion 49

IV. CONCLUSIONS AND RECOMMENDATIONS
Conclusions and recommendations 51
Follow-up 54
List of countries and organizations represented at the Symposium 56

The annexes and appendices are contained in a separate publication

I. INTRODUCTION

Objectives of the Symposium

The importance of the Symposium was underlined by the presence of high-ranking Portuguese authorities

1. Organized by the Portuguese Ministry of Education under contract to UNESCO and in accordance with the activities scheduled in the Approved Programme and Budget for 1990-1991 (document 25 C/5 Approved, paragraph 01132), the International Symposium on Significant Strategies for Ensuring the Success of All in Basic Education was held in Lisbon/Estoril, Portugal, from 20 to 24 May 1991. It was attended by more than 100 specialists from 51 Member States of UNESCO and by representatives of non-governmental organizations.

2. This Symposium, which lay in the context of the follow-up of the World Conference on Education for All, had three main objectives:

- To examine, on the basis of Portuguese experience, significant strategies which could, in the short term, improve school learning achievement.
- To promote exchanges of national and regional experiences in this field.
- To identify the role, in the field of basic education, of international, intergovernmental and non-governmental organizations and their possible contribution to the improvement of conditions of success in basic schooling.

3. The Symposium was action-oriented, and consequently the participants were requested to identify activities at the regional and international levels which could be backed by international organizations in the framework of the follow-up to the World Conference on Education for All.

Preparation of the Symposium

4. The preparation of the Symposium involved a number of activities, in particular seven regional and subregional meetings of experts between

September 1990 and March 1991 comprising: in Africa, three subregional meetings: in Dakar, Senegal, on the subject of evaluation; in Nairobi, Kenya; and in Harare, Zimbabwe; in Asia and the Pacific, a regional meeting in Hiroshima, Japan, on parent-teacher collaboration, and a subregional seminar in Apia, Western Samoa, on learning to read in primary school; and in Latin America and the Caribbean, two subregional meetings: in Georgetown, Guyana, and in San José, Costa Rica. A regional meeting in the Arab States, scheduled for February 1991 in Rabat, Morocco, did not take place. The 165 participants from 51 Member States and from several agencies who attended these meetings examined more than 60 reports and communications, and prepared recommendations and guidelines for follow-up activities, together with proposals for regional co-operation projects. These proposals were submitted during the Symposium by representatives of each of the preparatory meetings.

Opening of the Symposium

5. The Symposium was opened by His Excellency Anibal Cavaco Silva, Prime Minister of Portugal, and Mr Eduardo Portella, Deputy Director-General of the UNESCO programme. In his opening address, the Prime Minister outlined the current educational reform in Portugal designed to ensure the school enrolment of 90% of young people aged 12 to 18 between now and the year 2000. This reform is based on a universal, compulsory and free nine-year basic education providing all Portuguese pupils with a common general instruction. To ensure this development, the Government has launched the Interministerial Programme for the Promotion of Educational Achievement in Portugal (PIPSE), which was submitted to the participants in the Seminar for scrutiny.

6. Taking the floor after the Prime Minister, Mr Portella stated that the renovation of basic education was one of UNESCO's permanent concerns, as the Jomtien Declaration had clearly shown. Mr Portella stressed the necessity for an interdisciplinary approach to education in a contemporary world, and referred to its goals, namely to train active citizens united in a community of interests and responsibilities and capable of playing a part in the development of society.

7. Introductory addresses were also delivered by representatives of the World Bank, the Council of Europe, and several non-governmental organizations, one of whom, the representative of the World Organization for Early Childhood Education (OMEP), was appointed Vice-Chairman.

Organization of the work of the Symposium

8. Professor Pedro d'Orey da Cunha, Secretary of State for Educational Reform, represented in his absence by Madame Maria Fernanda Mota Pinto, Director of PIPSE, was elected Chairman of the Meeting by a unanimous show of hands. The Director-General of UNESCO was represented by Mr Colin N. Power, Assistant Director-General for Education, represented in his absence by Mr Victor Ordoñez, Director of the Division of Basic Education.

9. On the proposal of the participants, the Bureau was constituted as follows:

BUREAU OF THE SYMPOSIUM

Chairpersons:	Professor Pedro d'Orey da Cunha, Portugal
	Ms Maria Fernanda Mota Pinto, Portugal
Vice-Chairpersons:	Mr Juan B. Arrien, Nicaragua
	Ms Maria J. Cebrian, OMEP
Group A Moderator:	Ms Marcia Trigo, Portugal
Rapporteur:	Ms Raquel Ferrao, Portugal
Group B Moderator	Mr E. Molapi Sebatane, Lesotho
Rapporteur:	Ms Monica Thurler, Switzerland
Group C Moderator:	Mr C.J. Daswani, India
Rapporteur:	Ms Henri Tavoillot, IFPE
Secretary:	Mr Victor Ordoñez, UNESCO
Assistant Secretary:	Mr Athanase Gatanazi, UNESCO
Administrative Secretary:	Ms Manuela Tuna, Portugal
General Rapporteur:	Mr Etienne Brunswic, UNESCO
Assistant Rapporteur:	Mr Joaquim Coelho Rosa, Portugal
Assistant Rapporteur:	Mr Ali Hamadache, Algeria

10. The Agenda was then approved, and three Working Groups were constituted.

11. The work of the Symposium was in three stages. In the first stage, the participants examined the Portuguese project, the Interministerial Programme for the Promotion of Educational Achievement in Portugal (PIPSE) and considered other examples of multisectoral strategies. In the second stage, the three Working Groups examined internal strategies within the education system designed to improve the quality and relevance of educa-

tion, in particular structural and administrative measures on the one hand and pedagogic measures on the other, as well as socio-educative action. During the Symposium, a Round Table was organized, in accordance with the activities scheduled in the Approved Programme and Budget for 1990-1991 (document 25 C/5 Approved). This Round Table on Multidimensional Evaluation constituted the third stage of the work of the Symposium.

12. On the second day three groups of participants visited schools in Lisbon, Setubal and Aimeirim and talked with PIPSE officials, some at the central level, others at the regional and municipal levels.

13. For the duration of the Symposium, UNESCO and PIPSE organized an exhibition of documents and publications relating to the various subjects covered. In addition, the Ministry of Education presented the PIPSE data base, and UNESCO presented audio-visual programmes from its collection of material on basic education throughout the world.

Close of the Symposium

14. At the final working session, the General Rapporteur and the Rapporteurs of the three Working Groups presented a synthesis of the proceedings. Replying to questions, the Chairman of the meeting, H.E. the Secretary of State for Educational Reform, outlined the future of PIPSE and gave details of its cost aspects.

15. The closing session was chaired by Ms Maria de Jesus Barroso Soares, representing her husband, H.E. Mario Soares, President of the Repubic of Portugal. On behalf of the Director-General of UNESCO, Mr Victor Ordoñez, Director of the Division of Basic Education, thanked the Portuguese authorities and the organizers for the success of the Symposium and specified UNESCO's role in the application of the recommendations formulated by the participants.

16. H.E. Jose Augusto Seabra, Portuguese Ambassador to UNESCO, stressed the importance of the Symposium in the context of the follow-up to the World Conference on Education for All. In his closing address, H.E. Roberto Carneiro, the Portuguese Minister of Education, expressed satisfaction at the constructive work accomplished by the Symposium. On his country's behalf, he asserted his commitment to helping to reconstruct and develop education in Portuguese-speaking African couuntries, and called for international solidarity, notably with regard to Angola and other countries of Africa where hundreds of thousands of children were the victims of war.

17. Lastly, Ms Soares thanked the organizers of the Symposium for the quality of the work accomplished and the results achieved. She noted with great satisfaction the interest taken in PIPSE by the international community, and attributed the success of the Programme to the government's political resolve and to the democratic spirit of those responsible. She confirmed her support of the educational reform now in progress in Portugal.

II. THE SYMPOSIUM

A. THE SYMPOSIUM'S CONTRIBUTION TO THE THRUST OF THE JOMTIEN CONFERENCE

Educational achievement and a new international activation

Education for All means educating everyone

18. In his introduction to the work of the Symposium, the Deputy Director-General for Education, Mr Colin N. Power, situated the event in the context of the new impetus created by the World Conference on Education for All which had been organized in Jomtien, Thailand, in March 1990 under the joint auspices of UNESCO, UNICEF, the United Nations Development Programme (UNDP) and the World Bank, and sponsored by 18 other organizations and governments. After a week of proceedings prepared by a large-scale process of regional consultations, the delegations of 155 countries and numerous international, intergovernmental and non-governmental organizations had adopted the *World Declaration on Education for All* and the *Framework for Action to Meet Basic Learning Needs*. These two documents expressed a global consensus reflecting a broadened view of basic education and a renewed determination to provide an effective response to the basic educational needs of everyone—children, young people and adults—in all countries.

From causes of scholastic failure to factors of success

19. The causes of school failure and wastage have been widely studied over the past two decades and have already been the subject of many national, regional and international meetings. More than 100 million children, in-

cluding at least 60 million girls, do not have access to primary education; more than 100 million children do not complete the stage of basic education they have begun; millions of others complete it without attaining essential levels of knowledge and skills. In adopting the *World Declaration* and the *Framework for Action* the Jomtien Conference restated the problem and created an activator of success.

The role of UNESCO

20. This symposium, stated Mr Power, contributes to a new thrust. It must examine innovative strategies that can have a significant impact on the quality of education in the short term. The training of teachers and the improvement of the quality and availability of teaching materials are essential components of any properly co-ordinated strategy of educational achievement, and the Symposium should take that fact for granted. But it is not enough, for scholastic failure also exists in countries which have qualified teachers and an abundance of good quality materials. Ensuring the success of all requires a deeper understanding of the limits of mass education systems and of what is needed to implement new stratgegies which could, in the spirit of Jomtien—that is to say effectively, within a reasonable time, and mainly through a redeployment of existing resources—help to bring about a rapid improvement in achievement levels in developing countries and in so-called developed countries as well.

21. As a United Nations agency bearing special responsibility in the field of education, UNESCO, in close liaison with its partners, plays a key role in the follow-up of the Jomtien conference, a task which it is undertaking at the international level, as testified notably by the 42nd Session of the International Conference on Education held in Geneva in September 1990, which examined strategies for combating illiteracy; and at the regional level, through the Conferences of Ministers of Education, which constitute a forum for policy assessments. At the national level, UNESCO co-operates with its Member States in the follow-up of Jomtien, sometimes to help to analyse the education sector or to prepare a national consultation for a plan of action for basic education, sometimes to assist in solving more particular problems such as those arising from the education of girls or underprivileged groups. But UNESCO is not a funding agency, its resources are limited, and its main role is to provide food for thought and to promote technical co-operation in its spheres of competence, including in particular the development of basic education for all.

22. The Lisbon/Estoril Symposium falls within the context of actions under-

taken by UNESCO to promote the educational achievement of all school pupils. The proposals and suggestions which emerge from these actions, and notably projects which may lead to concrete measures at the national and subregional levels, constitute an essential contribution to the quest for effective approaches to the improvement of learning processes.

115

B. DISCUSSION THEMES

Placing responsibility on the protagonists and partners of the education system.
Establishing closer school-pupil relationships.
Preparing children for school.

1. Theme 1: Multisectoral strategies

23. Multisectoral strategies are aimed at bringing basic education into an overall national, regional or local policy. These strategies propose both an educational and a social approach to school failure and have recourse to numerous public or para-public services in various sectors. They therefore require specific management structures enabling the various services to be decompartmentalized and allowing the public authorities and associative bodies to join forces. The 'compensatory' programmes developed since the 1970s in many industrialized countries constitute, *de facto*, a locally circumscribed multisectoral strategy.

Equalization rather than equality of opportunity

24. These compensatory programmes are intended not to provide equality of opportunity at the level of what is available to everybody, but to bring about a genuine equalization of opportunity based on the principle of positive discrimination. What it amounts to is consenting to make a greater financial and human effort in favour of the most underprivileged sectors and to mobilize for those sectors the resources of several public services as well as of the community.

25. Such programmes were first developed in the United Kingdom following the Plowden Report in 1967 which advocated the creation of Educational Priority Areas (EPA). In the EPA, schools functioned better thanks to

additional subsidies and a 'community education' which involved parents and everyone concerned with education in the areas. The development of EPA was favoured by the tradition of decentralization in the United Kingdom, where the Local Education Authority is normally responsible for education. But measures of this type carry the seeds of the danger of segregation, for the priority areas may become veritable ghettos.

26. In France, the introduction of *Zones d'Éducation Prioritaires* (ZEP) with effect from 1981 radically changed centralist practices and traditions. Apart from making additional resources available, the ZEP territorialize educational activities (that is to say they are educationally autonomous); they lead to administrative decompartmentalization and make education responsive to the outside world. At the level of a ZEP, the public authorities have made every effort to bring about a convergence of educational and socio-cultural activities conducted by the public and para-public services. Municipalities and local associations, notably neighbourhood associations, also play an active role through partnership agreements. Activities are co-ordinated by a co-ordidnator, who is often a primary school inspector or sometimes a member of the Municipal Council, assisted by an activity leadership team.

1.1 The Interministerial Programme for the Promotion of Educational Achievement in Portugal (PIPSE)

27. Two days were devoted to PIPSE; this was a long time in relation to the duration of the Symposium, but not long in relation to the substance and complexity of the programme. To facilitate the work of the participants, the Portuguese authorities had prepared an abundant documentation, including an audio-visual presentation and an exhibition. The participants had access to the PIPSE statistical data base. Visits to schools provided opportunities for fruitful contacts with people involved in the programme at different levels.

Failure and grade repetition rates in excess of 10% indicate a failure of the system, not the pupils.

Presentation of PIPSE

28. The basic educational priorities of the Government of Portugal are the reduction of the failure rate (which was very high), the raising of the standard of education of the population, and the improvement of the quality of education. They are the major objectives of the educational reform which

the Portuguese education system must undertake to meet the challenges of European integration at the close of the twentieth century. The Portuguese reform proposes to provide general access to education (making a basic nine-year stage available to 100% of the population and gradually increasing the period of schooling to 12 years for 90% of the population), and to improve the quality of the education delivered. The broad lines of approach involve the renovation of curricula, the adoption of a new system of evaluation, the provision of educational guidance, the enhancement of the status of teachers, the improvement of educational management on the basis of a greater decentralization of administrative bodies and a greater degree of autonomy of individual schools, and the renovation of school premises.

29. The situation in the recent past was extremely unsatisfactory in schools providing the first stage of basic education (the first four years of schooling). Failure rates attained 42.5% at the end of the first part of this stage, and 26% at the end of the second part: nearly 150,000 pupils out of a total of 760,000, and with very marked regional disparities. Furthermore, 120,000 pupils were one or more years over the normal age of 10 at the end of these first four years. In 1987, more than 1,100 schools were attended by less than ten pupils and had one or two teachers.

30. The Interministeral Programme for the Promotion of Educational Achievement in Portugal (PIPSE), covering the first stage of basic education, was adopted by the Portuguese Cabinet on 10 December 1987. Its objective was to create conditions enabling compulsory schooling to be made more effective by raising achievement levels and gradually eliminating regional disparities.

31. The programme was planned to last for four years, in three stages (the third of them lasting two years), with effect from the 1987-1988 school year, followed in 1991-1992 by a year of consolidation and general application. The objective was gradually to strengthen action and resources in areas where failure rates were very high, such areas being identified by districts. In June 1990 PIPSE covered 203 municipalities, 6,423 schools, 22,267 teachers and 372,045 pupils out of a total of nearly 700,000.

32. PIPSE is based on the concentration of the human, institutional, logistic, material and financial resources of six ministerial departments (Education, Territorial and Administrative Planning, Agriculture, Fisheries and Food, Health, Employment and Social Security, and Youth). The Ministry of Education is responsible for the overall co-ordination of PIPSE's interdepartmental activities, notably the co-ordination of the action of the different ministries concerned. To this end, new administrative structures have been set up at different levels.

- At the national level, a co-ordination council headed by the Director of the Programme (appointed jointly by the Prime Minister and the Minister of Education) and comprising qualified representatives of all the ministries involved in PIPSE, is responsible for steering the implementation of the Programme, defining priority measures, and ensuring the availability of adequate resources.
- At the regional (district) level, a management committee, headed by the Civil Governor assisted by a district co-ordinator and comprising representatives of the departments concerned, manages the resources allotted to the Programme. The Secretariat is provided by the district director of schools.
- At the local (municipal) level (Portugal has 275 *concelhos* covering several municipalities), an activation team under the Chairman of the Municipal Council ensures, in liaison with all the local community officials, the practical implementation of relevant actions. This pluridisciplinary team, headed by an elected co-ordinator, comprises several educational group leaders (all of them teachers, elected by their colleagues), together with psychologists, specialists in sport and leisure activities, health, and social work, an administrator, the area inspector, and a representative of parents' associations. This municipal team, responsible for finding solutions matched to local needs, is a powerful stimulant for giving schools fresh impetus.

An overall strategy to prevent school failure.

33. The strategy adopted is aimed at alleviating unfavourable socio-economic conditions and improving educational facilities. The Programme has six fields of action, or components, which together comprise the actions undertaken by the different ministries.

Alleviation of unfavourable socio-economic conditions

1. Nutrition: distribution of milk and extra food; nutritional education of families.
2. Health: diagnosis and prevention; medical care in the fields of stomatology, ear, nose and throat affections, and ophthalmology; heightening of health awareness in the community.
3. Access: gradual elimination of schools attended by few pupils; organization of school bus services and provision of canteens.
4. Family environment: promotion of family conditions conducive to learning, through motivation and measures to eliminate absenteeism, child labour, and alcoholism; economic support for the most underprivileged families.

19

5. Entry to working life: pre-vocational training for pupils aged 13 and 14 who have failed at school; adaptation of curricula; heightening of awareness of pupils and their families.
6. School sport and leisure activities: sporting and cultural group leadership, organization of free-time and holiday activities.

Improvement of educational facilities

7. Pre-school education: expansion of the network of kindergarten schools; preparation of the child for school.
8. Special education: teaching assistance for pupils with specific auditory, visual, motor or mental handicaps; further training for special education teams.
9. Teaching materials: supply of textbooks and other teaching materials; creation of resource centres.
10. Teaching and educational psychology support for teachers: recourse to psychologists and educational counsellors; activities relating to training and the promotion of school projects and school twinning.

More facts about PIPSE

A new educational culture.

34. PIPSE represents an unprecedented effort extending to local communities and also involving institutions of social solidarity, private businesses and workers, employers' associations and workers' unions, and—first and foremost—teachers and educators at all levels of responsibility. Concerning as it does the first stage of basic education, it radically changes previous educational priorities in Portugal.

35. PIPSE is essentially a short-term emergency programme designed to remedy a catastrophic situation demanding immediate action. Its primary objective is to strengthen educational activities and resources in priority zones where failure rates are high. It is a spearhead component of the educational reform that is being progressively implemented, and for which it creates favourable conditions. It would have been difficult to enable everyone to benefit from the educational reform without previously resolving regional disparities where scholastic failure is concerned. The co-ordination between a short-term strategy and a longer-term strategy is an especially noteworthy aspect of a political resolve to bring about a change.

36. PIPSE is not, strictly speaking, a programme of educational reform. It is primarily a process of political, social and community mobilization centred

around an educational project in the broad sense of the term. What it amounts to is an overall strategy covering essentially exogenous peri-school and para-school factors whose control does not involve profound structural changes in the education system. Where teaching methods are concerned, the programme places emphasis on active methods and on areas hitherto neglected: creativity, artistic expression, and teamwork. It is a programme of 'multidimensional' education aimed at developing all the dimensions of the individual, not merely the cognitive dimensions which have taken precedence in the past. Though it was initially launched as a distinct programme, PIPSE has gradually become an integral part of the reform, notably in matters pertaining to the revision of curricula and the recruitment of teachers. It has created an educational fabric conducive to innovations and has helped to develop a new educational culture: in Portugal, education is now regarded by society as a whole as a major investment.

Rapid and significant results.

37. In a very short space of time (most remarkable in the case of an educational reform) PIPSE has succeeded in significantly reducing regional disparities in school achievement without lowering standards of quality—quite the contrary, in fact. According to the data base, in the first three years, from 1987-88 to 1989-90, the success rate for all the municipalities covered by the programme rose from 56.6% to 72.6% (in actual fact, to between 70% and 78%), depending on the district. There seems to be a residual failure rate of around 20% irrespective of the quality of education delivered by the schools. Since these rates are derived from an internal evaluation in each school, this might be explained by the tendency of teachers to adjust the evaluation of pupil performance subjectively, whatever the average level, so as to arrive at a Gaussian distribution and preserve from one year to the next the same distribution of marks and hence the same percentage of pupils assessed as weak. This is what is known as Posthumus's law. So this residue can only be reduced by in-depth action and structural measures in preparation in the educational reform.

38. It is because the education system was behind the times and inert that this rapid progress was possible. Many of the particular features of PIPSE are explained by the specific characteristics of the Portuguese system; for example, the numerous small schools which the Programme is tending to absorb in the long run and which are being brought out of their isolation by more frequent visits of pedagogic activators. The former abstraction of traditional education has led to school-related activities of a practical and

creative nature being stepped up. The inadequacy of health care facilities in rural areas explains the priority given to the health component of the programme. The discredit of youth movements established under the dictatorship, and consequently the relative weakness of the associative fabric in this field, has given rise to the Ministry of Youth assuming direct responsibility for sport and leisure activities. The urgency of the short-term action undertaken and its short duration are doubtless not unrelated to the limited commitment of university research in connection with the Programme. Thus, though the underlying principles of PIPSE may serve as a basis for the preparation of similar programmes, the measures to be undertaken stem from a prior diagnosis of specific national conditions.

The keys to success: policital consensus at the top, democracy and participation at the base.

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39. The success of the Programme is attributable to its structure; at the top, there is a political consensus giving effective priority to the nation's education, and at the base, there is democratic, not hierarchic, management, so that there is a motivated commitment of all the partners. The political consensus makes it possible to decompartmentalize and synergize all the administrative departments involved and hence to put existing resources to better use in order to attain the shared objective. Each Ministry and each department (Health, Youth, Food and Agriculture, Employment and Social Security, etc.) meets the cost of its share of the action. The juxtaposition of the ten components of PIPSE has given rise to a well co-ordinated multidisciplinary methodology of intervention enabling account to be taken of the intrinsic and extrinsic factors of the educational process and allowing a distinction to be made between the respective responsibilities borne at each administrative level. At the local (municipal) level, the Programme is activated by elected co-ordinators and managed participatively, with emphasis on dialogue, negotiation and teamwork. It is at this local level that the multidisciplinary and intersectoral nature of PIPSE has made itself particularly felt, allowing of concerted action on the part of all the educational personnel of the community and the co-ordination of the efforts of the different sectors and partners, both public and private, involved. The intersectoral structure, giving rise to new methods of working based on co-operation among the different services and on the participation of the various protagonists (while allowing them to retain their autonomy) has proved so fruitful that it is being extended to other integrated programmes at district and municipal levels.

40. The creation of a data base has had noteworthy regulating effects. Computerization has revealed previously concealed malpractices; for instance, in some districts the number of pupils enrolled was over-estimated, and in some schools the rate of absenteeism among teachers was very high. But above all, the regular circulation of statistics has proved to be a powerful instrument in making institutions responsible and autonomous. Comparison with other results has encouraged institutions and individuals to correct their actions themselves, without the intervention of the hierarchy or directives from above.

A model of in-service training based on interaction and self-instruction

41. Internal training has also played a major role throughout the Programme. The educational group leaders in PIPSE are teachers selected from among their equals and who have received additional training in fields such as the Portuguese language, mathematics, group leadership, group dynamics, project management and information technology. Together with the psychologists in the municipal teams, they permanently support other teachers in the development of on-going individual or group self-instruction, which is preferred to conventional training couurses. Here we have a model of continuing training through interaction between professionals, as distinct from centralized models or models centred entirely on the contribution of specialists. Associative movements, in particular the Gulbenkian Foundation and the Portuguese Lions' Foundation, have played an active part in training and creating awareness among parents and municipal authorities.

PIPSE: questions and answers

42. Two aspects were of special interest to the participants in the Symposium: the question of costs and the future of the Programme in the short term. The Chairman gave details of these aspects at the closing session.

The social costs of PIPSE are not met by the education budget

43. PIPSE is a programme of social measures designed to modify factors considered to be detrimental to the country's future. It is therefore a political programme; health, nutrition, education and employment are fundamental rights to which a cost-benefit approach is inapplicable. Some

of the costs of PIPSE, notably in the social field, are not normally covered by the education budget. In most cases, PIPSE tries to optimize the deployment of the material and financial resources of the various departments concerned, and to mobilize external support. Consequently, by reason of the many public and private sources of payment, it would not be at all easy to identify costs, and the results of such an operation could be counter-productive.

44. PIPSE is not an investment programme, and its funds are primarily allotted to actions producing a multiplier effect. In relation to its goals, PIPSE has relatively few resources: for all its spheres of activity it had available, in June 1990, 595 educational group leaders seconded to the programme, 147 social workers, 160 psychologists, and 152 educators who were recruited subsequently; and 4,713 young people recruited for part-time supervision of leisure activities. The annual direct costs of the programme can be estimated at around US $21 million, and indirect costs at roughly the same amount. This is equivalent to a total cost of $50 to $60 a year per pupil.

A testing ground for educational reform.

45. The incorporation of an exceptional programme in the operation of a normal system, in other words its institutionalization, is always a tricky business, whatever the innovation may be. In the case of PIPSE, the authorities have adopted several strategies: integration in existing administrative structures, absorption into the educational reform, on-going action through the support of other programmes, and evaluation.

46. The new structures created by PIPSE have proved to be effective, notably the regional and municipal committees, which will be incorporated in the normal administrative structure at the level of Municipal and Regional Councils. The personnel mobilized for the programme (educational group leaders, social workers, psychologists, young people in charge of leisure activities) will return to their original administrative posts while continuing to support the educational reform, particularly in respect of evaluation procedures and curricula. The educational guidance and psychology services to be provided under the reform will benefit from the availability and experience of psychologists who have worked for PIPSE. Taking a more general view, PIPSE may be regarded as having served as a testing ground for a new decentralized and participative model of educational management which will become firmly established in administrative practice when the status of school principals has been established.

47. Nevertheless, it has not been possible to cover all municipalities, and in

many cases the closure of small schools has met with resistance from some sectors of the population. So PIPSE's efforts to improve school achievement must be continued and consolidated. To this end, a policy of positive discrimination in favour of areas where failure is most prevalent will continue to be applied. It has already been planned to give priority to the use of resources and to speed up the development of pre-school education as a factor of educational achievement in such areas. Priority consideration will also be given to other innovative projects, notably adult education programmes so as to continue efforts directed at families; the Minerva project to provide an introduction to information technology; the music teaching project; and the intercultural education project.

48. In the course of 1991-92, the Ministry intends to undertake an evaluation of PIPSE with a view to systematizing the model, identifying its strongest aspects, and making a differential analysis of the cost-effectiveness of the Programme as a whole and of its various components. The results of this operation will be widely disseminated.

Making known the lessons to be learned from PIPSE.

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49. The participants unanimously recommended that a monograph on PIPSE be prepared in order that the strategies employed, the difficulties encountered, the results achieved and the lessons to be learned be made known to the international community. Such a publication, which should be circulated throughout the world by UNESCO and the Ministry of Education.

50. The participants paid warm tribute to the person who had been the very breath of life of PIPSE since its origin and whose personality had left a strong imprint on the programme as a whole: the Director of PIPSE, Ms Maria Fernanda Mota Pinto.

1.2 Other examples of multisectoral strategies

51. In the Working Groups, several examples of multisectoral strategies were presented, notably the Colombian *Escuela Nueva* programme and other experiments in Latin America.

The best schools for the most underprivileged pupils.

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52. The *Escuela Nueva* ('New School') programme, launched in Colombia

in 1975, is a primary education system that has recourse to particular strategies pertaining to administration, funding, curricula, community relations, and the training of personnel. In rural areas, the *Escuela Nueva* programme has made it possible to provide all children with a complete course of primary schooling thanks to a more active teaching method (whose objectives and subject matter take account of the life style of the children and the communities concerned, notably with regard to health and nutrition), the involvement of the community in educational activities, and a flexible, modular system of evaluation enabling progress through school to be better adapted to the life style of rural children. In 1989 the programme covered 17,000 schools out of a total of 27,000 and embraced more than 900,000 children. The *Escuela Nueva* is a good example of the generalization, by progressive expansion to adoption on the national scale, of innovations aimed at improving the quality of education.

53. In Brazil also, there have been multisectoral projects combining both an educational and a social approach to the problem of school failure, in which the school becomes a provider of social services. In the State of São Paulo, the integral youth training programme (PROFIC) is implemented jointly by the Departments of Education, Social Progress, Health, Labour, Culture, and Sport. PROFIC is aimed at improving and broadening access to basic education, notably for abandoned children and street children, for whom it provides not only educational, cultural, sporting and recreational activities, but also an introduction to the working world, educational back-up, and medical care and health-related services. In 1988 PROFIC covered more than 400 schools and 100,000 pupils. In the State of Rio de Janeiro, the Integrated Public Education Centres (CIEP), co-ordinating the activities of municipalities, local associations and mass media, have made a special effort to provide multi-purpose educational and social facilities in priority areas for underprivileged children between 6 and 10 years old.

2. Theme 2: Strategies internal to the education system

54. In group sessions, the participants examined sectoral strategies, that is to say those that can be adopted by the education authorities alone, designed to improve the quality and relevance of education. Such strategies involve structural and administrative measures relating to the management of the education system, and measures of a pedagogic nature aimed at enhancing the quality, efficacy and relevance of the education the system delivers. Though for the sake of convenience a distinction was made between these

two aspects, administrative and pedagogic measures are closely linked in actual practice, especially in the context of efficient decentralization.

55. In the province of Jiling in China, the project for the renovation of primary education in rural areas judiciously combines administrative and pedagogic measures, while strengthening links between the school and the community. Administrative decentralization involves the creation of municipal educational committees responsible for guidance, development and co-ordination; the creation of parents' associations; the real delegation of administrative authority to school principals, under the control of the municipal committees; and the extension of pre-school education. The educational reform seeks to adapt national curricula to the economic and cultural environment of the region, particularly to local history, geography, culture, occupations, and so on, and to improve the system of evaluating and the training of teachers. This project has produced such positive results that it has been extended to cover more than a thousand schools.

56. The educational reform in Niger also seeks to achieve administrative and educational efficiency by establishing a special fund, improving the status of teachers, developing teaching materials matched to the immediate environment, and introducing a programme of practical productive activities.

2.1 Structural and administrative measures

National initiatives

Community education as an instrument for children's educational achievement.

57. With effect from the 1970s, *Nucleos Educativos Comunales* have been developed in Peru and Bolivia. Nuclearization means grouping together a central school providing six years of schooling and a number of satellite schools providing three years of schooling, and at the same time bringing the local populations into decision-making processes and educational activities. Such an arrangement involves notably:
- Broad-based community participation in decision-making.
- Closer links between schools and other sectors of development.
- Heightening of community awareness through adult education.
- The reform of curricula and educational structures.

Each *nucleo* is run by a community council comprising representatives of teachers, parents, and local organizations. Its basic staff comprises a director, curriculum specialists, and a planner.

58. In Mexico, the Ministry of Education has launched a series of short- and medium-term administrative and pedagogic measures to broaden access to education and improve its quality, and to reduce failure rates and regional disparities. These measures include the provision of additional resources for rural and indigenous areas, the enhancement of the status of teachers, the clustering of small schools, widespread educational back-up, allocations in the form of grants or meals, the adaptation of curricula, and the reorganization of the system of supervision and evaluation. In Chile, the '900 schools project' involves specific measures to improve the quality of education in schools with the lowest records of pupil learning achievement.

59. The current reform of basic education in Senegal involves a large-scale mobilization of efforts to improve schooling. At meetings of representatives of all the partners involved in education, and through various training and information activities, the authorities have sought to associate the population with the planning and implementation of the reform, which comprises pedagogic and structural innovations: polytechnic-based comprehensive instruction, the use of national languages, multipurpose schools, and so on, introduced at all levels of basic education in pilot classes being set up at the rate of 100 per year. Teachers will be equipped to cope with innovations through the distribution of national textbooks and through initiation into 'mastery learning' and evaluation techniques.

Decentralization and the delegation of authority

Community involvement means partnership, not passive acceptance

60. Motivating educational administrators and giving them responsibility are the keys to the improvement of educational management. To this end, a policy of decentralization should include delegating to local administrators or inspectors the authority necessary to manage and improve the educational process and mobilize community resources. So far as is compatible with the cohesion of the education system, these local administrators should be allowed maximum autonomy and scope for initiative at the executive level, especially for the short-term management of schools and co-ordination with various partners where educational activities are concerned. Such co-ordination will be all the more effective if it stems from negotiation and rests on a consensus of the parties concerned and not on authoritarian decisions, even at the local level. The members of the community will be more effectively involved in the education project if they are treated as partners and not as mere passive recipients of educational services and facilities.

61. In Guyana, the project for the improvement of the basic school is aimed mainly at the further training of school principals and inspectors. They receive additional training in annual workshops in basic disciplines, teaching techniques, and management. They are also made aware of the importance of good relations between the school and local families. Between two annual sessions, the Pedagogic Institute gives them on-going assistance for their self-evaluation, together with standardized instruments for the evaluation of the performance of their pupils for purposes of comparison between different schools.

62. School principals play a major role. In many fields they can help to improve the quality of education and the yield of their schools, especially if they have been given the necessary authority and training to:

- Ensure the educational management of the school, its staff, and its pupils.
- Manage the school's material resources and facilities.
- Optimize the use of time and premises.
- Promote the functional co-ordination and synergy of in-school and out-of-school activities and non-formal educational activities.
- Back-up pupils in difficulty.
- Develop relations with the community.

Efficient day-to-day operation of administrative services is of capital importance for the effectiveness of the education system.

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63. Certain measures help to improve local management and enhance its efficiency. The creation of the posts of educational group leaders as in Portugal, or of educational co-ordinators as in Pakistan and Bangladesh, responsible for counselling the teachers in 10 to 20 schools and organizing their on-going training, has proved to be an effective means of reducing teachers' absenteeism, stimulating pupils' assiduity, improving teaching/learning methods, and establishing better communication between district education authorities and schools.

64. The creation of school clusters, especially clusters of small schools, can also improve educational management. School clusters exist in many countries, including Portugal and Latin America as we have seen, and also in India, Nigeria, Sri Lanka, Thailand, and elsewhere. Grouping the resources of several schools of the same or different levels in a given area makes it possible to share facilities and materials and make better use of certain categories of personnel, notably non-teaching staff and specialist teachers. School clusters facilitate the organization of educational exchanges, the

29

replacement of absent teachers, mutual aid among teachers, and particularly the back-up of isolated teachers; they also make it easier to engage in out-of-school activities and inter-school competitions.

School projects: a special way of attaining national objectives

65. Among measures which can encourage schools to show initiative, special mention should be made of the creation of school improvement funds additional to regular allocations and which are managed by district bodies. These funds may be used to finance activities expected to produce local results. 'School projects' are a case in point.

66. In France, every school is now required to prepare a project defining special ways of attaining national objectives and implementing national programmes, taking account of the diversity of circumstances and their specific nature. The project acts as a driving force in and around the school; it includes the on-going training needs of teaching staff. It is submitted to the local authorities for approval, and is evaluated. It can cover the economic and social environment of the school; the pupils; their family circumstances; their scholastic results; the school itself (its organization, functioning, teaching methods and tempo of working); and school circumstances connected with the environment, intake capacity, teaching organization, etc.

Attendant measures

A democratic approach to management.

67. Decentralization and the delegation of authority will be fully effective only if they lie in a democratic context and are part of a general policy designed to improve administration in a framework of pluriannual programming. Giving schools greater autonomy supposes the existence of back-up bodies at the central and intermediate levels in order to provide essential logistic support for planning, standard-setting and evaluation. Another necessary condition is a better circulation of information from the centre to the periphery and vice versa, not only to help in decision-making but also to enable local authorities to take corrective action themselves on the basis of overall information on school performance. In this respect, the utility of computerized data bases has been demonstrated in the case of PIPSE. Lastly and most importantly, decentralization and the delegation of

authority require appropriate management training at different administrative levels, as well as for the members of local commissions and committees.

68. But decentralization has been seen to have its limits. For instance, in Norway, teaching in the basic school is based on the principles of lifelong education and places great importance on the application of the psychology of learning to pupil-centred teaching. This education is entirely controlled by the local authorities, to the extent that the ministry knows practically nothing about primary education. It is considered that decentralization has been taken too far and that there should be a return to a reasonable degree of national cohesion where basic education is concerned.

Conclusions of the Working Group on Structural and Administrative Measures

69. All the members of the Working Group stressed the importance of reaching a social consensus on education, notably through recourse to media of information and communication and by establishing partnerships with all the protagonists concerned, first and foremost the private sector. The Group strongly recommended the adoption of decentralization strategies whose corollary is the improvement of management capabilities at the intermediate and local levels and the training of school principals, together with the development of computerized data systems for educational management, including school management, to help in decision-making and in the evaluation of learning achievement.

70. The Group also recommended considering appropriate strategies for the training of local school committees so that they may shoulder their new responsibilities in the field of educational development.

2.2 Pedagogic measures

71. The field covered by pedagogic measures is very extensive, and the Symposium dealt only with certain aspects which it considered to take priority with regard to the success of all basic school pupils.

National initiatives

72. Almost all the participants reported that steps had been taken in their respective countries to improve the quality, efficacy and relevance of basic education. It is no exaggeration to say that curricular adjustment and educational reform are normal, almost permanent, features of every education system.

31

Quality is a universal concern.

73. A recent project in Lesotho was aimed at improving the efficacy of education by training teachers in the critical analysis and self-correction of their work. Following a stage of research and documentation, this project is now at the stage of the preparation of training materials.

74. In the Philippines, an attempt has been made to improve educational yield by the introduction of a 'Teaching for maximum learning' strategy. Maximum learning in this case is the outcome of a synergy of numerous factors, in particular clearly defined objectives, appropriate materials and methods, a system of formative evaluation, and above all the familiarization of teachers with the techniques of individualization and group teaching. To promote Teaching for maximum learning, it was necessary to define minimum skills for each class in each subject, to prepare suitable materials and train teachers to use them, to establish a national system of testing, and to improve the quality of supervision.

75. In India, the very high failure rates in basic education were attributed to curricula making too heavy demands on the pupils. Consequently the minimum abilities to be attained by all pupils were redefined for each class and each principal subject taught, and appropriate evaluation instruments were developed.

76. In the Rhine-Palatinate Land in Germany, there is a growing awareness in schools, administrative bodies, universities, education centres, teachers' associations and the press of the need to change educational concepts and methods in the light of new circumstances and particularly the increasing heterogeneity of pupils. Handicapped children are integrated in ordinary schools where pupils whose mother tongue is German are taught in the same classes as those for whom it is their second language.

Definition of training needs

Teaching less so that pupils may learn more.

77. Enabling the great majority (80%) of pupils to attain a satisfactory level of learning achievement, as suggested by the World Conference on Education for All, supposes the adoption of curricula which clearly define the knowledge, skills and know-how whose acquisition is of prime importance and on which learning must be concentrated. The establishment of a common

core of essential subjects and the determination of minimum skills are concerns shared by many education systems.

78. The common core represents a consensus (national or regional, depending on circumstances) concerning the basic skills and values considered to be required of all members of society. The common core can be defined either in terms of forms of activity or areas of experience (linguistic and literary, mathematical, scientific, creative and aesthetic, physical, etc.), or in terms of behavioural objectives. The subjects taught are then considered not as ends in themselves, but as means in a multidimensional approach.

A broader view of curricula.

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79. Traditional curricula are often ill-matched to cultural reality and to the socio-economic environment. The school concerns itself with transmitting knowledge (it can expound it, and sometimes get pupils to assimilate it), but is less well equipped to transmit know-how and is virtually incapable of inculcating useful skills; those on which it places value often differ from those required by society. The Jomtien Declaration lays emphasis on an *expanded vision* of the role of education in socio-economic development and social change, and on the new responsibilities which must consequently be borne by education systems. This involves an extension of the common core beyond academic subject matter. Basic educational needs relate to essential learning instruments as well as to basic educational content, that is to say the knowledge, skills and values required by everyone to enhance the quality of his or her life and to participate fully in development.

Adapting curricula to children's needs, and not vice versa.

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80. The acquisition of knowledge is not a matter of formal and theoretical instruction. Teaching should be slanted on the needs of individuals and on the needs of development, and should preferably be action-oriented, that is to say be of a practical nature and related to everyday problems.

81. The expanded vision of basic education places emphasis on science and technology and on the need to take account of the concerns of society relating to the quality of life; concerns lying in the socio-economic and demographic field (population education) and in the socio-economic and physical field (environmental education). Unlike traditional subjects,

33

education concerning the quality of life is not aimed at the acquisition of theoretical knowledge, but at the creation of attitudes and behaviour patterns some of which do not emerge for several years. This education slanted on everyday action could serve as a basis for the renovation of educational content.

82. Certain decentralization measures can help to make curricula more relevant. Admittedly, the establishment of curricula and sequences of educational progress and the selection and organization of curricular content constitute a complex process calling for skills which can only be combined at the central level. Nevertheless, in the field of curricula, as in the field of management and administration, a certain degree of latitude should be allowed at the district level or even at the level of the individual school. This latitude (about 20% of school time) can enable national curricula to be adapted to local conditions and to the socio-cultural environment, and can facilitate the participation of community organizations in reaching decisions regarding the content of education. For example, in Nicaragua the nomadic community has participated in the establishment of the curricula followed by their children. It is therefore advisable to avoid excessive rigidity where curricula are concerned and to leave room for particular ways and means of attaining objectives and implementing national curricula.

Revision of curricula and pupils' progress through school

A multidimensional education increases pupils' chances of success

83. To avoid overloading the curriculum, which as everyone agrees is a bad thing, the teaching content in basic education should be integrated in an interdisciplinary perspective. There are several complementary ways of doing this: preparing interdisciplinary modules bringing subjects into relation with one another; having pupils study subjects which bear a relation to everyday life (centres of interest) and encouraging them to conduct surveys; presenting concepts and operational methods in situations relating to different subject areas; and encouraging the systematic transfer of what they have learned to a wide variety of situations.

84. Apart from seeking greater relevance, the reshaping of curricula and teaching methods should attempt, as far as possible, to establish a better balance between various types of activity, especially activities of a cognitive nature, practical and even utilitarian activities such as productive work, and

activities which develop the child's personal abilities (creativity, initiative, curiosity, manual skill, endurance, sociability): artistic and creative activities, physical culture, and community service. Enabling each pupil to succeed in a given sphere of activity, and hence providing more opportunities for achievement, is an essential condition for creating in the child a positive attitude to schooling, giving him incentive, and consequently increasing his chances of success.

85. Progress through school, from the earliest years onwards, usually depends on guidance and selection, which should therefore be defined very flexibly. Schooling is still based, in many cases, on the succession of school years, with each year corresponding to a level to be attained in order to enter the next grade the following year. But for many reasons—physiological, psychological and social—children do not have identical possibilities at any given time. A standardized rate of progress through school, whether or not accompanied by automatic promotion from one grade to the next, does not ensure that every pupil masters what is taught, for automatic promotion merely delays the stage of selection.

86. Some countries, notably Portugal and recently France, have adopted more flexible ways of dividing schooling into time-stages. The organization of pluriannual stages of basic education, enabling pupils to progress at different rates within each stage, makes it possible to match the rate of progress to the child's development without in so doing prolonging his period of schooling. But two requirements must still be reconciled: learning rates must be matched to individual rates, and each pupil must have reached the required level at the end of the stage. This supposes that the knowledge and skills required at the end of each stage have been clearly defined (for example, by establishing a passing-out profile) and that back-up is provided for pupils who need it.

Strategies of implementation

A master plan giving priority to selected subject areas makes the renovation of curricula coherent and produces visible results.

87. The renovation of the whole curricular content by levels and by subjects is a complex, difficult and lengthy task whose results are not immediately perceptible. A possible strategy is to select an order of priority and place emphasis, in the framework of a systematic master plan, on a subject area considered to be of priority importance; for example, reading and writing,

as proposed for the Pacific subregion and Senegal, the quality of life, technology, and so on. The objectives of these master plans should be spread over a period of time (the preparation of teaching materials, the training of personnel, etc.) and the points of input chosen so as to produce rapidly visible results.

88. Experience has shown that it is often more economical and effective to adopt a recurrent strategy consisting of renovating curricula and methods gradually, starting with the final years of a stage of education. Thus, instead of a year-by-year reform starting at the lowest level, the new curricular content could be introduced first at the last-but-one level of a stage and gradually extended downwards and upwards. Recurrent strategies make it easier to meet immediate needs, and at the same time they give the system a breathing-space between one step of the reform and the next.

Pupil back-up

The Pygmalion effect: the importance of a positive attitude on the part of educators.

89. Pupils in difficulty can be backed up mainly at the level of the school and the community. The school principal plays a capital role in this connection. Back-up measures may involve a change in the timetable establishing a positive discrimination in favour of the weaker pupils, and/or a partnership with the community so as to organize various forms of directed or supervised work after classroom hours. Another and more fundamental approach is to place less emphasis on individual competition (and its weight in evaluations, notably classification based on marks) and more emphasis on the solidarity of the class, the school and the community and provide more opportunities for teamwork and group work. In the context of the Joint Innovation Programme (JIP) organized by the UNESCO Office in Bangkok, various forms of mutual aid among pupils were successfully tried out; for example, an older pupil taking a younger one under his wing and tutoring him; or recourse, particularly in large classes, to peer teaching techniques like those adopted in the Philippines for arithmetic.

90. But whatever back-up arrangements are adopted, it is the teachers' attitude to the pupils that is the determining factor. If a teacher considers that a pupil is incapable of learning, that pupil's chances of success are minimized; if on the other hand the teacher places confidence in the possibilities of all his pupils, even the slowest of them will achieve better results. This is known as the Pygmalion effect. For instance, in Nigeria a

serious problem is created by the negative attitude of very many teachers who have no confidence in their pupils' capabilities. In Portugal, a survey of assessment systems and practices conducted in 1990 by the Institute for Educational Innovation (IIE), to which more than 59,000 teachers responded, revealed that the great majority had a selective and élitist conception of evaluation; this explains the levelling-off of PIPSE's success rates.

Conclusions of the Working Group on the pedagogic aspects of educational achievement

91. The Working Group stressed the need to define more clearly:

- Training needs, so as to reflect the real socio-economic and cultural needs of everyone concerned.
- Training needs, so as to reflect the real socio-economic and cultural needs of everyone concerned.
- Curricula, with emphasis on the process rather than on the final outcome.
- Implementation strategies, with special reference to human resources rather than material resources.

92. The group recommended in particular the promotion of a multi-dimensional education placing value on the various dimensions of the individual and offering more pupils real opportunities for success; to this end the group advocated the lightening and integration of curricula. It stressed the importance of a continuous formative evaluation incorporated in the educational process. It also proposed giving real responsibility to educators and learners in defining training objectives and in learning processes and evaluation. With regard to implementation strategies, the group recommended that the training of educational personnel be slanted on a clearer perception of latitude in respect of creativity and autonomy and on the mastery of forms and methods of evaluation. Furthermore, at the local level, training should cover the setting up of new structures and the introduction of new practices taking account of the needs, convictions and values of the communities concerned.

3. Theme 3: Socio-educational action

Improving the learning context and meeting all pupils' needs in respect of food, health care, and physical and affective support

93. Socio-educational action takes cognizance of factors of failure which lie

outside the context of the school, notably living conditions and family background. Action in this field does not replace the action of the school; it is complementary to the latter. It is intended to give children a better preparation for school life and to provide them, within or outside the family circle, with support enabling them to derive greater benefit from their schooling. This action necessarily depends on partnership and close co-operation between teachers and parents and between the school, the family and the community.

Action during early childhood

94. Before they go to school, children pass through a period that is crucial for their physical, mental and emotional development and which affects the success of any subsequent education they receive. Hence the importance of integrated programmes of early childhood care and education combining nutrition, health care and education. Many countries have adopted policies in favour of children of preschool age, either by supporting the development of kindergarten schools and day nurseries or by organizing family information and awareness activities in conjunction with community services (health, maternity and infant care), schools, and local associations (women's and family associations, etc.).

95. These activities can take many forms, such as meetings with parents to inform them of curricula and school procedures and expectations; visits to homes; education courses for parents (sometimes leading to certification, as in China); health education programmes; early learning programmes, sometimes backed by the media (Sesame Street); the creation of day centres and children's centres; and even non-formal preschool education systems where circumstances do not allow of a network of infant schools.

96. Experience has shown that programmes in favour of early childhood are all the more effective if they are rooted in the environment and encourage everyone to participate actively. In Africa, the solidarity established within the school or in school-related activities has facilitated the introduction of innovative facilities such as day nurseries in Casamance, Senegal, or child care facilities organized by women shopkeepers in the markets of Nigeria and Mozambique. Of crucial importance among the conditions of success is the integration of the health, nutrition and education aspects, which sometimes means having to overcome institutional inertia.

Co-operation between the school and the family

A positive attitude on the part of parents favours educational achievement.

97. In Asia, under the auspices of the UNESCO Office in Bangkok and in the context of a Joint Innovation Programme, national experiments have been undertaken to promote co-operation between schools and families, notably in China, the Philippines and Thailand. Several case studies have been prepared on this subject. These activities gave rise to a meeting on collaboration between teachers and parents held in Hiroshima in September 1990. The Hiroshima Seminar revealed that when parents are treated as partners of the school, it has a positive effect on their children's learning achievement and development.

98. School-family co-operation is particularly important in cultural environments where there is no tradition of schooling. In Asia, numerous difficulties were encountered in winning the confidence of poor and uneducated parents who were generally reluctant to join parents' associations. These difficulties were often overcome by organizing programmes of social activities, friendly gatherings, school fêtes and open days, and the like. The support of parents and the community must also be sustained by permanent information and training activities, for the intervention of families in a field with which they are unfamiliar can be prejudicial. In an African country where the introduction of productive work in schools entailed a form of multidimensional evaluation favouring the pupils' achievement, the parents, who were accustomed to a selection based on failure, demanded a reversion to the traditional examination giving precedence to cognitive learning, less favourable for their children.

99. Teacher-parent collaboration, usually organized at the area level, can take two main forms: home-based and school-based. In the home, parents are helped to follow up school work, notably by being given methodological advice (sometimes even a timetable for the organization of homework), through the circulation of materials matched to the needs of illiterate or semi-illiterate families, the encouragement of mutual aid among parents, and regular supportive visits by a teacher or a volunteer worker. In the school, parents and other members of the community may be invited to participate in the organization of certain facilities (school meals, sporting and leisure activities, the library, handicrafts) or in teaching-related tasks (supervision of group work while the teacher is dealing with other pupils, demonstrations of agricultural or craft techniques, etc.). At a more advanced

level of co-operation, parents may play a part in school management as members of the school board or school committees.

Mobilization of the community

In urban areas, the lack of a structured supportive family environment increases the risk of scholastic failure.

100. But one cannot in all cases expect everything of the school and the family. It is often necessary for the community to be mobilized in order to remedy the lack of family support. Mutual aid schemes are designed to supplement in-school activities, and in particular to provide help in learning lessons and doing homework, as well as to organize educational and sporting activities during school holidays. Mention should be made in this connection of the role of neighbourhood associations in making premises available, the role of family associations, youth clubs and youth movements, and the as yet potential role of elderly people.

101. There are many instances of successful co-operation between the school and its environment, but they generally stem from individual initiatives and much more rarely from institutional link-ups. To encourage the participation of the general public in matters pertaining to the school, it is not enough to ask parents and the community to assist in running the school or building school premises; they must be given a share in decision-making and responsibility. In this respect, it is sometimes necessary to overcome the reluctance of administrators and teachers to allow possible interference in their affairs. Certain measures can encourage community participation; firstly, the administrative authorities must recognize the community's role in giving material and moral support to representative associations so that the latter may be able to do their job effectively. It is also necessary to create concerted bodies such as school councils and committees, or to widen the sphere of competence of those which already exist, and to open them to representatives of social and economic sectors of the community. Lastly, but by no means least, specific training should be provided for all the personnel and partners involved in education.

Creating associations for educational achievement.

102. The public authorities cannot always do everything. In Chad, self-managed schools spontaneously organized by families and the community

provided education for children during the war years. At the community level, serious consideration should be given to the provision of non-governmental machinery to promote learning achievement. Such mechanisms, which would serve as the interface between the education system and the family and the other social, professional, associative and institutional protagonists involved, might be modelled on the UNESCO Clubs, taking the form of a committee, an association or a foundation for the promotion of educational achievement. At the national level, these local bodies might federate as a national association. Their main objectives would be to provide an institutional framework for educational co-operation, operating independently of the education system, so as to facilitate a synergy of all initiatives, give impetus to mutual aid schemes and family assistance, and give moral and material support to various schools and other places of learning.

Conclusions of the Working Group on socio-educational action

103. The Working Group considered that schooling would be incomplete without the active participation of parents and the community. The responsibility of the public authorities is to create psychological, institutional and material conditions facilitating an organic liaison between the school and the local community. The Group emphasized the importance of systematic and integrated measures targeted on young children of preschool aged in order to forestall scholastic failure. Stress was also placed on the central role of educational personnel in establishing good relations between the school and its environment, and recommended that such personnel be duly prepared to play this role.

C. PROJECTS

104. The participants examined, in their respective groups, proposed projects designed to promote educational achievement in the context of the follow-up of the World Conference on Education for All. These proposals had been prepared in the course of preliminary regional and subregional meetings.

Fresh lines of approach: decentralization and the acceptance of new pertnerships.

105. An analysis of the sixteen proposals submitted to the Symposium revealed the following objectives, strategies and target groups:

Objectives:

- Improvement of the administration and management of basic education, notably by delegating authority to local education authorities and giving schools and school clusters more autonomy.
- Mobilization of parents and the community as active partners in the educational process.
- Encouragement of local measures and projects in partnership based on social dialogue.
- Promotion of research and the creation of information networks as an aid to decision-making and the development of horizontal (south-south) co-operation.
- Development of forms of non-traditional school organization (multigrade classes, etc.) suitable for sparsely inhabited regions and small schools.
- Revision of curricula so that they correspond more closely to pupils' immediate environment, and the development of diversified teaching materials taking account of the experience and needs of different groups of pupils.

- Improvement of evaluation techniques as instruments of learning and as means of assessing learning achievement, with special reference to formative evaluation and corrective techniques.
- Further training of teachers, notably where the differentiation and individualization of teaching is concerned.

Strategies

- Circulation and exchange of information on the implementation of the strategies studied by the Symposium.
- Study and research on unfamiliar or little-known aspects: institutional and legal forms of partnerships; models of multilingual and multicultural schools.
- Development of institutional collaboration with universities, pedagogic institutes, information networks, etc.
- Development of national capacities in the fields of administration and management, the production of teaching materials, research, and evaluation.
- Priority for the training of personnel producing multiplier effects.
- Production of training materials rather than the organization of courses and workshops.
- Development of south-south co-operation.

Target groups

- Administrators at the central, intermediate and local levels.
- School principals, supervisory personnel, teachers.
- Community and association leaders, members of the school council, parents.
- Groups with special educational needs: young people in particular girls, minority groups, refugees, illiterate adults.

This analysis revealed a certain parallel with the themes and strategies with which the Symposium was concerned: a gradual shift of authority and responsibility from the centre to the periphery, and an acceptance of new partners from outside the school.

The transferability of projects

The creation of a 'project bank'.

106. On the whole, the series of projects met with the approval of the

participants. Most of the proposals made by one region were transferable and adaptable to other regions. The Symposium noted a marked convergence of the concerns expressed and the strategies proposed, and the discussions were mutually rewarding and should be followed up. The juxtaposition and comparison of all these proposals showed the potential value of a regional or international 'project bank' to encourage innovation and help project designers.

General remarks

107. In addition to the specific comments contained in the group reports, the Symposium recommended project designers to:

– Take account of the results of previous research and experiments in order to avoid useless duplication.
– Take an analysis of the situation as a starting point and plan formative evaluation and monitoring procedures.
– Carefully determine the respective roles of the different administrative levels and give appropriate weight to the support provided.
– Specify in the project proposal the necessary conditions for its implementation which depend on the government and the administrative authorities, particularly conditions pertaining to laws, regulations and financing.
– Make allowance, from the outset, for the possibility of the widespread application of the project if it is successful.
– Make budgetary provision for the necessary studies and documents in order that others may learn lessons from the project.
– Recognize the importance of the title of the project, whether short and catchy or a more full statement of purpose.

III. ROUND TABLE ON MULTIDIMENSIONAL EVALUATION

How can the success of all be ensured when, with the use of rigid and selective evaluation procedures, scholastic failure means social failure?

Objectives and organization of the Round Table

108. Concurrently with the Symposium, the Secretariat organized a Round Table on the improvement and diversification of procedures for evaluating pupil performance, and in particular the possibility of introducing multidimensional procedures which do not evaluate cognitive abilities alone. The question of criteria of success is indeed central to any strategy aimed at ensuring the success of all in basic education. Eminent international specialists and national experts took part in this Round Table and briefly outlined their respective contributions.

109. After an introduction by Mr Etienne Brunswic, the international specialists presented the quintessence of their contributions, namely:

- Mr Christian Depover, University of Mons, Belgium: The contribution of a multidimensional evaluation approach to the broadening of criteria of certification.
- Mr René La Borderie, University of Bordeaux, France: Restructuring evaluation.
- Mr Philippe Perrenoud, University of Geneva, Switzerland: The diversification of curricula and forms of achievement in the primary school: a strategy of democratization?
- Mr Pierre Laderrière, Organization for Economic Co-operation and Development (OECD): The conditions of a multidimensional evaluation of pupils.
- Ms Marlaine E. Lockheed, World Bank: Multidimensional evaluation: measures for both right and left sides of the equation.

The following experts reported experience in their respective countries:

- Mr Tamsir Samb, Institut National d'Étude et d'Action pour le Développement de l'Éducation (INEADA), Dakar, Senegal: Multidimensional evaluation: issues and methods.

- Mr Valter V. Lemos, Institute for Educational Innovation (IIE), Lisbon, Portugal: Multidimensional evaluation and scholastic achievement in the context of the reform.
- Mr Manuel Viegas Abreu, University of Coimbra, Portugal: The present situation of scholastic evaluation: a major risk of alienation of the objectives of the education system.

These presentations were followed by a discussion with the participants.

A gap between criteria of scholastic success and criteria of social success.

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110. The idea was to discuss not so much the technical aspects of evaluation as its political aspects, and notably its social use, which bears heavily (prejudicially, in some people's opinion) on its pedagogic use. In most countries, evaluation is a filter, except in preschool education. Present-day evaluation procedures were developed in the nineteenth century in western countries by an élitist education system whose objecttive was to select pupils capable of continuing their studies and filling senior posts. They measured cognitive abilities in accordance with extremely narrow academic criteria; for example, the number of mistakes made in writing from dictation. Despite efforts to democratize education, there is not a diversity of populations, individual aspirations, and ways of fitting into society. The gap between criteria of social success and criteria of scholastic success is currently widening, especially in developing countries. So how can we design a system of training and evaluation meeting the needs of society and not exclusively those of the education system, as is the case where the secondary school entrance examination is concerned?

Summing-up of the discussion

111. With regard to the social use of evaluation, the participants agreed that there was a difference of degree but not a difference of kind between developed and developing countries.

112. Agreement was also reached in distinguishing between evaluation of educational yield and evaluation of the performance of the system; both could have mutlidimensional aspects.

113. With regard to pupil performance, the multidimensional concept was seen to be very fertile and extremely complex. Consideration has to be given to:

- The multidimensionality of the cognitive, socio-affective and psychomotor fields of evaluation, and within those fields socio-cultural variables, among them language.
- The multidimensionality of what is to be evaluated: what is learned in school but also out of school (but is there here a risk of creating greater inequalities?); the product but also the process (some regard cognitive learning as a process leading to comprehension, and hence the role of approximation and error should be taken into consideration).
- The multidimensionality of forms of evaluation: self-evaluation, individual or collective; internal evaluation; formative evaluation; external evaluation; summative evaluation; descriptive evaluation; prescriptive evaluation.
- The multidimensionality of uses of evaluation; pedagogic uses (motivation, diagnosis, regulation of learning); institutional uses (the progress of learners through the system, and aid to decision-making); and social uses (certification and entry to the working world).

Diversification of the curriculum or diversification of forms of evaluation?

114. The need for cohesion between the curriculum and its evaluation was strongly emphasized. Some considered it better to begin by diversifying the curriculum, or at least the way in which it is taught. Nevertheless, many innovations have come up against the obstacle of evaluation. Others saw the diversification of evaluation procedures as a strategy which could speed up curricular reform. Conversely, the resistance of certain sectors of society or certain teachers to changes in forms of evaluation seemed to reflect a rejection of the new objectives of education. Moreover it was apparent that the diversification of streaming did not suffice to do away with hierarchies, as evidenced by the relative failure of secondary education reforms in western countries.

115. Several speakers pointed out that one of the reasons for the predominance of cognitive abilities in evaluation is that they are easier to measure objectively and they are easily quantifiable. Constructing tests to measure the socio-affective components of a curriculum is obviously a much more complex undertaking, if only because of the difficulty of avoiding subjectivity. Nevertheless, reference was made to some progress in this direction, notably in the evaluation of productive work. Reference was also made to attempts by new educational movements to evaluate social skills, the work of the International Association for the Evaluation of Educational Achievement (IEA), and evaluation procedures in kindergarten schools. Some

participants from developing countries, where in many cases a great effort has been made to reintroduce education pertaining to values into the curriculum, remarked on the importance they placed on a qualitative evaluation of this dimension.

A disproportion between ends and means.

116. Education for all is education for development. Socio-cultural adjustment policies mean enabling the maximum number of pupils to rise to the top. But evaluation in accordance with traditional criteria serves mainly to identify the most promising pupils; it discourages the weakest ones and is an obstacle to the proclaimed aspiration of enabling all pupils to develop their particular talents to the full. In developing countries, the rejection by the education system of very many young people who possess real skills and abilities which could be put to use in society is a tremendous waste of resources needed for economic and social development. The years spent in school by such young people without achieving any result represent the loss of a costly individual and public investment. The school system cannot simply reject those who fail to meet the criteria which it has set; it must find ways of enabling everyone to fit into socio-economic life.

117. Many participants considered that evaluation had deviated from its educational function and tended more to perform an administrative function. Stress was laid on the importance of an education in which the emphasis is on success; on a formative evaluation incorporated in the normal educational process and whose purpose is to keep the pupil and the teacher informed of the level of learning mastery attained and to diagnose difficulties and propose remedies, thereby helping to make the learner more autonomous. This regulation of learning raises no problem of carefully prepared tests; it is an economical, straightforward evaluation that takes place in the classroom; but teachers must be trained for it.

What sort of evaluation, and at what cost?

118. An objective evaluation of pupil performance is essential for the decision-maker who needs reliable information on the attainment of objectives by the system, the performance of individual schools or group of schools, and the efficacy of educational policies. To this end, many countries have developed extremely costly and sophisticated systems depending on the use of standardized tests based on criteria or norms. But unlike

certification, which requires all pupils at a given level to pass an examination and whose cost may vary enormously depending on the procedure adopted (internal evaluation at the level of the school or evaluation by national examination) the decision-maker can quite well resort to a sampling, which considerably reduces the total cost of these operations.

Principal conclusions

An innovative concept.

119. What can be done in the immediate future? Can countries short of resources launch out into multidimensional evaluation? To this question, the Symposium's reply was that the concept of multidimensionality could lead teachers to see the traditional approach to evaluation in perspective. What matters is not ministerial directives but awareness on the part of every teacher of what is at stake where evaluation is concerned, and of the relative arbitrariness of any selection. Critical thought on teaching and learning practices should be encouraged at the level of the school and the classroom with a view to changing the methods and content of day-to-day work, notably be adapting and diversifying the content taught at the level of the school and the classroom so as to relate it more closely to the life of each community and create the requisite conditions for a multidimensional education, not merely a multidimensional evaluation.

120. The participants considered that the adoption of new evaluation procedures also depended in the first instance on decentralization and the delegation of authority to the local level. Teachers and schools should be given wide scope in assessing pupil achievement, in conjunction with partners outside the school, representatives of parents and the productive sector. It was also felt that the different levels of evaluation should be interlocked: self-evaluation of pupils, teachers, schools, and local authorities right up to the national level. These self-evaluations in series should be counterbalanced and verified by a minimum of external evaluations conducted according to protocols approved by educational practitioners and administrators.

Investment in training and research.

121. It was unanimously agreed that these changes involved training teachers for their role and responsibility as evaluators, together with the

information of all the partners and the concerted action of all concerned. It was also agreed that existing practices be studied and research be developed. Pedagogic institutes and universities should be mobilized to help teachers to familiarize themselvess with new instruments and methods of evaluation and to take part in their elaboration.

122. Where educational policies are concerned, the development of education for all should extricate education authorities from the vicious circle of all or nothing in which scholastic failure means social failure, and provide facilities for guidance and continuing education so as to make it easier for everyone to find a place in socio-economic life.

IV. CONCLUSIONS AND RECOMMENDATIONS

Education for all is everyone's concern.

123. Specialists from all over the world, invited by Portugal and UNESCO, gave their attention to educational success for a week in Lisbon, Portugal. They discussed the most significant strategies, examined and compared measures adopted in various countries, and in particular studied the Interministerial Programme for the Promotion of Educational Achievement in Portugal (PIPSE). They also considered the criteria to be adopted to evaluate pupil performance. Their principal conclusions and recommendations reflected a broad consensus.

Conclusions and recommendations

124. As proclaimed at the World Conference on Education for All, basic education for all children is now an attainable objective. But this objective cannot be attained merely by a quantitative expansion of existing primary education.

Multisectoral strategies allow of a global approach to education.

125. The first conclusion was that the education sector must open up to the outside world. It is nowadays commonplace to say that the school must be responsive to its environment, but the strategic implications of bringing this about are rarely given prominence. Scholastic success depends on both educational and social action; it therefore calls for an overall approach, not simply a sectoral approach. The child learns not only at school but also among his family and in his environment. Learning cannot be conceived in isolation and out of context, and education must aim to promote the improvement of learning conditions. The participants recommended that education take account of the child's economic and social circumstances.

126. The second conclusion, logically stemming from the first, was that to

bring about the 'grand alliance' centred on basic education, the different measures taken by the public authorities must be co-ordinated and the involvement of the whole community in the educational process must be secured. PIPSE has shown that a strategy of social mobilization can rapidly produce significant results and change the attitudes of both those who provide education and those for whom it is intended. The sectoral treatment leaves the door open to the internal requirements of the education system (which are necessarily inflationist) with regard to premises, materials or qualifications. It might be more efficient to begin by seeking a social consensus on education and securing the commitment of all the partners before embarking on the more costly task of bringing about material and technical improvements. The three Working Groups, each in its own way, underlined the value and importance of multisectoral strategies aimed at establishing a global educational policy.

Encouraging and giving impetus to local action.

127. The third conclusion was that education systems cannot be reformed solely from above and from the centre outwards. The Symposium considered it a matter of urgency to redistribute and strengthen attributions and authority at the local and intermediate levels of the educational administration. Local administrators, inspectors and school principals should be given sufficient autonomy to enable them to manage efficiently the human and material resources for which they are responsible, and to co-ordinate their activities with those of the various social and economic partners involved. All the Working Groups emphasized the benefits of decentralization and the delegation of authority (in matters pertaining to administrative management, educational management, and socio-educational action alike) in securing the commitment of, and giving responsibility to, all the partners and protagonists of education.

128. The public authorities cannot provide everything. There must necessarily be an extension of their action in society as a whole. The Symposium considered that the community should not be a client of the school, but a partner, and that strategies incorporating social dialogue were likely to be more effective in promoting school/community co-operation than measures imposed from without. The participants recommended that the public authorities take all appropriate steps to facilitate the assumption of responsibility for educational services at the local level.

The first step: transforming the goals of education systems.

129. The fourth conclusion was that in a number of countries, especially developing countries, basic education has a twofold mission: education and qualification; and that it is its job to provide every child with the basic knowledge, skills and know-how necessary for his or her entry into community life and the working world. This broader view of the responsibilities of the education sector implies not only a greater relevance of educational content and its adequation to the socio-economic environment, but also a radical change in the goals of education systems. There must be a breakaway from the élitist conception, deeply rooted in the minds of teachers and parents, giving precedence to the most academic aspects of education and regarding primary education as a preparation for secondary education, which in turn is a preparation for higher education. Education for all should be an instrument of individual development and of economic and social development, not an instrument of social reproduction for the benefit of a minority.

130. In this connection the Round Table highlighted the need for a multidimensional education taking account of all aspects of the child in the context of his environment and not confined solely to the inculcation of cognitive abilities. Ensuring the success of all means first and foremost transforming the goals of education systems which give precedence to competition and selection, and hence it means changing the objectives and criteria of pupil evaluation in order to prevent failure in examinations leading to social exclusion.

Ensuring success by making the best of each pupil's capabilities and interests.

131. The fifth conclusion was that everything possible must be done to maintain and even raise the standard of education. The participants held the view that ensuring the success of all in no way meant lowering standards in equalized pupils' chances of attaining them. On the contrary, contemporary society demands a general raising of the level of skills and abilities, and the quest for an education of better quality is nowadays a universal concern. The participants recommended that every child's potentialities be exploited to the full, and to this end they advocated a diversification of teaching approaches and methods, emphasizing the importance of psychological

factors of success. Teachers and parents should adopt a positive attitude, encouraging the child and giving him confidence in his own capabilities.

132. The sixth conclusion was that the way is paved for educational achievement at preschool age, and the process continues throughout childhood. The Symposium strongly recommended the encouragement and development of multisectoral activities combining preschool education with health, nutrition and social service programmes for very young children and their mothers. It was also recommended that an educational effort be directed at parents, especially those in underprivileged circumstances, so as to create a favourable context for learning achievement.

133. Lastly, the three Working Groups recommended that all the measures advocated above be accompanied by an indispensable information and training effort directed not only at administrators, school principals and other categories of personnel producing multiplier effects, but also at the new partners in education: community leaders, members of school committees, and parents.

Follow-up

Translating ideas into action.

134. Projects are the first step in putting into effect the strategies advocated by the Lisbon/Estoril Symposium; that is to say initiating response and action at the local level. These projects, which constitute as it were a bank of ideas, will be studied, developed and consolidated, bearing in mind the conclusions of the Symposium, by UNESCO Regional Offices. The Organization has undertaken to support these projects in conjunction with its bilateral and multilateral partners and to help Member States to identify external resources to complement their own resources for the improvement of basic education.

Change is possible.

135. The example of PIPSE shows that it is possible, in a very short space of time, to give impetus to basic education by effectively combining existing resources in various public services and by mobilizing local community resources. The keys to success seem to be political consensus at the top and democratic management at the base. The Symposium requested UNESCO to gather, analyse and circulate information describing such innovative

measures. Initially, UNESCO and the Portuguese Ministry of Education propose to co-operate in producing a monograph making the lessons to be learned from PIPSE available to the international community.

136. The Round Table on Multidimensional Evaluation aroused great interest. Educational achievement can become a reality for all only in so far as there can be effective and continuous evaluation throughout the educational process. In this connection, the participants pointed out the lack of instruments to enable educators to assess the effective performance of pupils in different dimensions, and requested UNESCO to initiate work on multidimensional evaluation procedures meeting the needs of society.

137. As stated by the representative of the Director-General in his closing address, UNESCO will carefully examine all the suggestions and recommendations made by the Symposium, the Working Groups, and the participants in the Round Table. On the basis of the work done in preparation for the Symposium and of all the contributions made to it, the Organization plans to prepare a publication in which significant strategies to ensure the success of all in basic education will be examined further.

List of countries and organizations represented at the Symposium

Algeria
Angola
Belgium
Bolivia
Brazil
Canada
Cape Verde
China
Finland
France
Germany
Guinea Bissau
Guyana
India
Kenya
Lesotho
Mexico
Morocco
Mozambique
Nicaragua
Niger
Nigeria
Norway
The Philippines
Poland
Portugal
Samoa
São Tomé and Principe
Senegal
Spain
Sweden
Switzerland

The Commonwealth Secretariat
The Council of Europe
UNESCO
The World Bank

Aga Khan Foundation
African Curriculum Organization (ACO)
Bernard van Leer Foundation
Catholic International Education Office (OIEC)
International Association of Educational and Vocational Guidance (IAEVG)
International Catholic Child Bureau (ICCB)
International Federation of Free Teachers' Unions (IFFTU)
International Federation for Parent Education (IFPE)
International Federation of the Training Centres for the Promotion of Progressive Education (FICEMEA)
International League for Child and Adult Education
World Association of Girl Guides and Girl Scouts (WAGGGS)
World Federation of UNESCO Clubs and Associations (WFUCA)
World Organization for Early Childhood Education (OMEP)
World Organization of Former Students of Catholic Teaching